Washington State Auditor's Office

Audit Report

Audit Services

Report No. 57986

KITTITAS COUNTY, WASHINGTON

January 1, 1995 Through December 31, 1995

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Independent Auditor's Report On Compliance With Laws And Regulations At The Financial Statement Level (Plus Additional State Compliance Requirements Per RCW 43.09.260)

Board of Commissioners Kittitas County Ellensburg, Washington

We have audited the general-purpose financial statements, as listed in the table of contents, of Kittitas County, Washington, as of and for the fiscal year ended December 31, 1995, and have issued our report thereon dated October 23, 1996.

We conducted our audit in accordance with generally accepted auditing standards and *Government Auditing Standards*, issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free of material misstatement.

Compliance with laws, regulations, contracts, and grants applicable to Kittitas County is the responsibility of the county's management. As part of obtaining reasonable assurance about whether the financial statements are free of material misstatement, we performed tests of the county's compliance with certain provisions of laws, regulations, contracts, and grants.

We also performed additional tests of compliance with state laws and regulations as required by *Revised Code of Washington* (RCW) 43.09.260. This statute requires the State Auditor to inquire as to whether the county complied with the laws and the *Constitution of the State of Washington*, its own ordinances and orders, and the requirements of the State Auditor's Office. Our responsibility is to examine, on a test basis, evidence about the county's compliance with those requirements and to make a reasonable effort to identify any instances of misfeasance, malfeasance, or nonfeasance in office on the part of any public officer or employee and to report any such instance to the management of the county and to the Attorney General. However, the objective of our audit of the financial statements was not to provide an opinion on overall compliance with these provisions. Accordingly, we do not express such an opinion.

The results of our tests disclosed no instances of material noncompliance that are required to be reported herein under *Government Auditing Standards*. However, we noted instances of

noncompliance immaterial to the financial statements which are identified in the Schedule of Findings accompanying this report.

This report is intended for the information of management and the board of commissioners and to meet our statutory reporting obligations. This report is a matter of public record and its distribution is not limited. It also serves to disseminate information to the public as a reporting tool to help citizens assess government operations.

Brian Sonntag State Auditor

Independent Auditor's Report On Internal Control Structure At The Financial Statement Level

Board of Commissioners Kittitas County Ellensburg, Washington

We have audited the general-purpose financial statements of Kittitas County, Washington, as of and for the fiscal year ended December 31, 1995, and have issued our report thereon dated October 23, 1996.

We conducted our audit in accordance with generally accepted auditing standards and *Government Auditing Standards*, issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free of material misstatement.

The management of the county is responsible for establishing and maintaining an internal control structure. In fulfilling this responsibility, estimates and judgments by management are required to assess the expected benefits and related costs of internal control structure policies and procedures. The objectives of an internal control structure are to provide management with reasonable, but not absolute, assurance that assets are safeguarded against loss from unauthorized use or disposition, and that transactions are executed in accordance with management's authorization and recorded properly to permit the preparation of financial statements in accordance with generally accepted accounting principles. Because of inherent limitations in any internal control structure, errors or irregularities may nevertheless occur and not be detected. Also, projection of any evaluation of the structure to future periods is subject to the risk that procedures may become inadequate because of changes in conditions or that the effectiveness of the design and operation of policies and procedures may deteriorate.

In planning and performing our audit of the financial statements of the county, we obtained an understanding of the internal control structure. With respect to the internal control structure, we obtained an understanding of the design of relevant policies and procedures and whether they have been placed in operation, and we assessed control risk in order to determine our auditing procedures for the purpose of expressing our opinion on the financial statements and not to provide an opinion on the internal control structure. Accordingly, we do not express such an opinion.

We noted certain matters involving the internal control structure and its operation that we consider to be reportable conditions under standards established by the American Institute of Certified Public Accountants. Reportable conditions involve matters coming to our attention relating to significant deficiencies in the design or operation of the internal control structure that, in our judgment, could adversely affect the entity's ability to record, process, summarize, and report financial data consistent with the assertions of management in the financial statements. The matters involving the internal

control structure and its operation that we consider to be reportable conditions are included in the Schedule of Findings accompanying this report.

A material weakness is a reportable condition in which the design or operation of one or more of the specific internal control structure elements does not reduce to a relatively low level the risk that errors or irregularities in amounts that would be material in relation to the financial statements being audited may occur and not be detected within a timely period by employees in the normal course of performing their assigned functions.

Our consideration of the internal control structure would not necessarily disclose all matters in the internal control structure that might be reportable conditions and, accordingly, would not necessarily disclose all reportable conditions that are also considered to be material weaknesses as defined above. However, we believe none of the reportable conditions described in the Schedule of Findings is a material weakness.

This report is intended for the information of management and the board of commissioners and to meet our statutory reporting obligations. This report is a matter of public record and its distribution is not limited. It also serves to disseminate information to the public as a reporting tool to help citizens assess government operations.

Brian Sonntag State Auditor

Schedule Of Findings

1. The County Fair Should Not Purchase Alcohol For Fair Sponsorship Events

The county commissioners approved the purchase of \$557.45 of beer, wine, and spirits for the sponsorship barbecue held during the 1995 county fair.

A municipal corporation may incur meal expenses in certain circumstances, provided those expenditures logically relate to a public purpose and are reasonable in amount and nature. However, there is no statutory authority for municipal corporations to provide meals to family members, employees, or sponsors.

In addition, the Kittitas County Alcohol and Drug Abuse Policy states in part:

B. Policy

- 2. The unauthorized use, sale, purchase or possession of alcohol and/or other drugs at the worksite is prohibited and shall be grounds for discipline and/or dismissal.
- 3. Employees shall not make or traffic intoxicants while on count property or in any way use their position as a County employee to make or traffic intoxicants. Such activity may be grounds for dismissal.

The fair manager was unaware of the restrictions for purchasing and supplying the sponsors with alcoholic beverages.

The purchase and use of alcohol, prohibited by county policy, results in a inappropriate use of public funds.

<u>We recommend</u> the county commissioners clarify their policy on the use of public funds for the purchase of alcoholic beverages with all county employees. <u>We further recommend</u> the commissioners approve only valid county expenditures.

Auditee's Response

The Chairman of the Kittitas County Commissioners stated that the board would clarify that use of public funds to purchase alcoholic beverages by county employees was of no public purpose and prohibited by county policy. The fair manager stated "It will be my recommendation to the Fair Board and Kittitas County Board of Commissioners the Fair finds a non-profit organization to operate all alcohol activities related to the Fair."

Auditor's Concluding Remarks

We appreciate the county's response and we will review the corrective action taken during our next audit.

2. <u>The Kittitas County Sheriff Does Not Audit Traffic Citations In Accordance With Washington Statutes</u>

The Kittitas County Sheriff does not have a system in place to ensure that they record the disposition of all traffic citations issued by the department.

RCW 46.64.010 states in part:

Such chief administrative officer shall maintain in connection with every traffic citation issued by an officer under his supervision a record of the disposition of the charge by the court.

The sheriff stated the reason they do not maintain the disposition of all citations was due to staff size limitations.

If the traffic enforcement agency which issues citations does not record the disposition of all citations, there is a possibility that errors or irregularities could occur and go undetected.

<u>We recommend</u> the sheriff develop a system to ensure that the disposition of all citations issued is obtained from the court.

Auditee's Response

a) It is the policy of Kittitas County to comply with state law. The response to this finding will come from the Kittitas County Sheriff. At this time he is researching his response and it will be forthcoming in a short time frame. The Sheriff has conveyed to the Board of County Commissioners his feeling that the finding is inappropriate.

No response was received from the sheriff.

Auditor's Concluding Remarks

In order to ensure that all citations issued by the sheriff's office are recorded and disposed of properly by the court, it is imperative that controls are in place to follow the citation to its disposition by the charge of the court. Our audits of other municipalities have disclosed lost citations, frauds, and irregularities have occurred and gone undetected due to the local law enforcement agency not tracking and recording and disposition of the citations issued through the court. We highly recommend the sheriff establish a system to ensure the proper disposition of all traffic citations issued by the sheriff's department.

Independent Auditor's Report On Financial Statements And Additional Information

Board of Commissioners Kittitas County Ellensburg, Washington

We have audited the accompanying general-purpose financial statements of Kittitas County, Washington, as of and for the fiscal year ended December 31, 1995, as listed in the table of contents. These financial statements are the responsibility of the county's management. Our responsibility is to express an opinion on these financial statements based on our audit.

We conducted our audit in accordance with generally accepted auditing standards and *Government Auditing Standards*, issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free of material misstatements. An audit includes examining, on a test basis, evidence supporting the amounts and disclosures in the financial statements. An audit also includes assessing the accounting principles used and significant estimates made by management, as well as evaluating the overall financial statement presentation. We believe that our audit provides a reasonable basis for our opinion.

In our opinion, the financial statements referred to above present fairly, in all material respects, the financial position of Kittitas County at December 31, 1995, and the results of its operations and cash flows of its proprietary fund types and nonexpendable trust funds for the fiscal year then ended, in conformity with generally accepted accounting principles.

Our audit was made for the purpose of forming an opinion on the financial statements taken as a whole. The accompanying Schedule of State Financial Assistance listed in the table of contents is presented for purposes of additional analysis and is not a required part of the financial statements. Such information has been subjected to the auditing procedures applied in the audit of the financial statements and, in our opinion, is fairly presented in all material respects in relation to the financial statements taken as a whole.

The special purpose districts listed in the supporting schedule are audited as a part of the trust and agency funds of Kittitas County.

In accordance with Government Auditing Standards, we have also issued a report dated October	23,
1996, on our consideration of the county's internal control structure and a report dated October	23,
1996, on its compliance with laws and regulations.	

Brian Sonntag State Auditor

Additional Information Regarding Audits Of Special Purpose Districts Included In Trust And Agency Funds

The State Auditor's Office has established audit policies for special purpose districts associated with the county's financial statements. These audit policies are designed to reflect low audit risk assessment, minimize audit costs, and apply auditing procedures that are appropriate to the district's size and other factors. For the purpose of these policies, special purpose districts are defined as most separate municipal corporations which use the county auditor and treasurer as ex-officio officers. Special purpose districts include:

Unclassified Public Utility Districts **Public Hospital Districts Unclassified Port Districts Cemetery Districts** Ferry Districts (except county ferries) Fire Protection Districts Park and Recreation Districts Mosquito Control Districts Weed Control Districts **Animal Pest Control Districts** Ambulance and First Aid Districts **Irrigation Districts** TV Reception District **Diking Districts** Flood Control Districts **Drainage Districts** Diking and Drainage Districts Water Districts **Sewer Districts**

Water/Sewer Districts

These policies DO NOT apply to school districts, airport districts, road improvement districts, county road and bridge service districts, utility local improvement districts, local improvement districts, metropolitan park districts, public transportation benefit areas, housing authorities, solid waste collection districts, county rail districts, lake management districts, or any economic or industrial development districts.

Classifications

Special purpose districts are classified into three categories determined by the amount and source of revenues. These categories define audit planning and scheduling, auditing procedures and levels of testing, billing procedures, and audit reporting requirements.

Category 1 Districts

All special purpose districts, regardless of type, which either:

- a. Had more than \$500,000 of revenues in any year being audited, or
- b. Received \$25,000 or more of direct or indirect federal assistance in any year being audited.

Category 1 districts are audited individually and each receives its own audit report. The Category 1 districts associated with the county's financial statements are:

Cascade Irrigation District Hospital District No. 2 Public Utility District of Kittitas County Sewer District No. 1

Category 2 Districts

All special purpose districts which had total revenues of at least \$25,000 but not more than \$500,000 in any year being audited and which received less than \$25,000 in direct and indirect federal assistance. Additionally, the following types of districts will be considered as Category 2 even if their annual revenues are less than \$25,000:

Public Utility Districts
Public Hospital Districts
Irrigation Districts
Water Districts
Sewer Districts
Water/Sewer Districts
Port Districts

These types of districts have greater audit risks than other types of districts of equivalent size because they typically received a significant amount of their revenues from locally generated sources rather than through taxes and assessments.

Category 2 districts are audited as a group using limited auditing procedures. A single, combined audit report is issued for the Category 2 districts. The Category 2 districts associated with the county's financial statements are:

Fire District No. 1
Fire District No. 2
Fire District No. 3
Fire District No. 5
Fire District No. 6
Fire District No. 7
Hospital District No. 1
Water District No. 2
Water District No. 3
Water District No. 4
Water District No. 5
Water District No. 5

Category 3 Districts

All special purpose districts which had total revenues of less than \$25,000 in any year being audited except those districts specifically listed in Category 2.

Category 3 districts are audited only at the county level using auditing procedures appropriate for a trust and agency fund. No separate audit reports are issued for Category 3 districts. The Category 3 districts associated with the county's financial statements are:

Fire District No. 4

Fire District No. 8

TV District

Thorp Cemetery District

Weed District No. 1

Weed District No. 2

Weed District No. 3

Weed District No. 4

Weed District No. 5

Public Transportation Benefit Area

Independent Auditor's Report On Supplementary Information Schedule Of Federal Financial Assistance

Board of Commissioners Kittitas County Ellensburg, Washington

We have audited the general-purpose financial statements of Kittitas County, Washington, as of and for the fiscal year ended December 31, 1995, and have issued our report thereon dated October 23, 1996. These financial statements are the responsibility of the county's management. Our responsibility is to express an opinion on these financial statements based on our audit.

We conducted our audit in accordance with generally accepted auditing standards and *Government Auditing Standards*, issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free of material misstatement. An audit includes examining, on a test basis, evidence supporting the amounts and disclosures in the financial statements. An audit also includes assessing the accounting principles used and significant estimates made by management, as well as evaluating the overall financial statement presentation. We believe that our audit provides a reasonable basis for our opinion.

Our audit was made for the purpose of forming an opinion on the financial statements of Kittitas County taken as a whole. The accompanying Schedule of Federal Financial Assistance is presented for purposes of additional analysis and is not a required part of the financial statements. The information in the schedule has been subjected to the auditing procedures applied in the audit of the financial statements and, in our opinion, is fairly presented in all material respects in relation to the financial statements taken as a whole.

Brian Sonntag State Auditor

Independent Auditor's Report On Compliance With The General Requirements Applicable To Federal Financial Assistance Programs

Board of Commissioners Kittitas County Ellensburg, Washington

We have audited the general-purpose financial statements of Kittitas County, Washington, as of and for the fiscal year ended December 31, 1995, and have issued our report thereon dated October 23, 1996.

We have applied procedures to test the county's compliance with the following requirements applicable to its federal financial assistance programs, which are identified in the Schedule of Federal Financial Assistance, for the fiscal year ended December 31, 1995:

- Political activity
- Davis-Bacon Act
- Civil rights
- Cash management
- Allowable costs/cost principles
- Drug-Free Workplace Act
- Administrative requirements, including subrecipient monitoring

The following requirements were determined to be not applicable to its federal financial assistance programs:

- Relocation assistance and real property acquisition
- Federal financial reports

Our procedures were limited to the applicable procedures described in the Office of Management and Budget's (OMB) *Compliance Supplement for Single Audits of State and Local Governments* or alternative procedures. Our procedures were substantially less in scope than an audit, the objective of which is the expression of an opinion on the county's compliance with the requirements listed in the preceding paragraph. Accordingly, we do not express such an opinion.

With respect to the items tested, the results of those procedures disclosed no material instances of noncompliance with the requirements listed in the second paragraph of this report. With respect to items not tested, nothing came to our attention that caused us to believe that the county had not complied, in all material respects, with those requirements.

This report is intended for the information of management and the board of commissioners and to meet our statutory reporting obligations. This report is a matter of public record and its distribution is not limited. It also serves to disseminate information to the public as a reporting tool to help citizens assess government operations.

Brian Sonntag State Auditor

Independent Auditor's Report On Compliance With Specific Requirements Applicable To Major Federal Financial Assistance Programs

Board of Commissioners Kittitas County Ellensburg, Washington

We have audited the general-purpose financial statements of Kittitas County, Washington, as of and for the fiscal year ended December 31, 1995, and have issued our report thereon dated October 23, 1996.

We also have audited the county's compliance with the requirements applicable to its major federal financial assistance programs, which are identified in the accompanying Schedule of Federal Financial Assistance, for the fiscal year ended December 31, 1995. Those requirements include:

- types of services allowed or unallowed
- · matching, level of effort, or earmarking
- reporting
- special tests and provisions related to reports being submitted accurately and complete as described in the OMB Compliance Supplement for Single Audits of State and Local Governments
- claims for advances and reimbursements
- · and amounts claimed or used for matching

The management of the county is responsible for the county's compliance with those requirements. Our responsibility is to express an opinion on compliance with those requirements based on our audit.

We conducted our audit of compliance with those requirements in accordance with generally accepted auditing standards, *Government Auditing Standards*, issued by the Comptroller General of the United States, and OMB Circular A-128, *Audits of State and Local Governments*. Those standards and OMB Circular A-128 require that we plan and perform the audit to obtain reasonable assurance about whether material noncompliance with the requirements referred to above occurred. An audit includes examining, on a test basis, evidence about the county's compliance with those requirements. We believe that our audit provides a reasonable basis for our opinion.

In our opinion, Kittitas County complied, in all material respects, with the requirements referred to in the second paragraph of this report that are applicable to its major federal financial assistance programs for the fiscal year ended December 31, 1995.

This report is intended for the information of management and the board of commissioners and to meet our statutory reporting obligations. This report is a matter of public record and its distribution is not limited. It also serves to disseminate information to the public as a reporting tool to help citizens assess government operations.

Brian Sonntag State Auditor

Independent Auditor's Report On Compliance With Specific Requirements Applicable To Nonmajor Federal Financial Assistance Program Transactions

Board of Commissioners Kittitas County Ellensburg, Washington

We have audited the general-purpose financial statements of Kittitas County, Washington, as of and for the fiscal year ended December 31, 1995, and have issued our report thereon dated October 23, 1996.

In connection with our audit of the financial statements of the county and with our consideration of the county's control structure used to administer its federal financial assistance programs, as required by OMB Circular A-128, *Audits of State and Local Governments*, we selected certain transactions applicable to certain nonmajor federal financial assistance programs for the fiscal year ended December 31, 1995. As required by OMB Circular A-128, we have performed auditing procedures to test compliance with the requirements governing allowability of the program expenditures and eligibility of the individuals or groups to whom the county provides federal financial assistance that are applicable to those transactions. Our procedures were substantially less in scope than an audit, the objective of which is the expression of an opinion on the county's compliance with these requirements. Accordingly, we do not express such an opinion.

With respect to the items tested, the results of those procedures disclosed no material instances of noncompliance with the requirements listed in the preceding paragraph. With respect to the items not tested, nothing came to our attention that caused us to believe that Kittitas County had not complied, in all material respects, with those requirements.

This report is intended for the information of management and the board of commissioners and to meet our statutory reporting obligations. This report is a matter of public record and its distribution is not limited. It also serves to disseminate information to the public as a reporting tool to help citizens assess government operations.

Brian Sonntag State Auditor

Independent Auditor's Report On Internal Control Structure Used In Administering Federal Financial Assistance Programs

Board of Commissioners Kittitas County Ellensburg, Washington

We have audited the general-purpose financial statements of Kittitas County, Washington, as of and for the fiscal year ended December 31, 1995, and have issued our report thereon dated October 23, 1996. We have also audited their compliance with requirements applicable to major federal financial assistance programs and have issued our report thereon dated October 23, 1996.

We conducted our audit in accordance with generally accepted auditing standards, *Government Auditing Standards*, issued by the Comptroller General of the United States, and the provisions of OMB Circular A-128, *Audits of State and Local Governments*. Those standards and OMB Circular A-128 require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free of material misstatement and whether the county complied with laws and regulations, noncompliance with which would be material to a major federal financial assistance program.

In planning and performing our audit, we considered the county's internal control structure in order to determine our auditing procedures for the purpose of expressing our opinions on the financial statements and on the compliance with requirements applicable to major programs, and to report on the internal control structure in accordance with OMB Circular A-128. This report addresses our consideration of internal control structure policies and internal control structure procedures relevant to compliance with requirements applicable to federal financial assistance programs. We have addressed internal control structure policies and procedures relevant to our audit of the financial statements in a separate report dated October 23, 1996.

The management of the county is responsible for establishing and maintaining an internal control structure. In fulfilling this responsibility, estimates and judgments by management are required to assess the expected benefits and related costs of internal control structure policies and procedures. The objectives of an internal control structure are to provide management with reasonable, but not absolute, assurance that:

- Assets are safeguarded against loss from unauthorized use or disposition.
- Transactions are executed in accordance with management's authorization and recorded properly to permit the preparation of financial statements in accordance with generally accepted accounting principles.
- Federal financial assistance programs are managed in compliance with applicable laws and regulations.

Because of inherent limitations in any internal control structure, errors, irregularities, or instances of noncompliance may nevertheless occur and not be detected. Also, projection of any evaluation of the structure to future periods is subject to the risk that procedures may become inadequate because of changes in conditions or that the effectiveness of the design and operation of policies and procedures may deteriorate.

For the purpose of this report, we have classified the significant internal control structure policies and procedures used in administering federal financial assistance programs in the following categories:

Accounting Controls

- Cash receipts
- Accounts payable
- Purchasing and receiving
- Payroll
- General ledger

• General Requirements

- Political activity
- Davis-Bacon Act
- Civil rights
- Cash management
- Allowable costs/cost principles
- Drug-Free Workplace Act
- Administrative requirements, including subrecipient monitoring

• Specific Requirements

- Types of services
- Matching, level of effort, earmarking
- Reporting
- Special requirements

• Claims For Advances And Reimbursements

• Amounts Claimed Or Used For Matching

For all of the applicable internal control structure categories listed above, we obtained an understanding of the design of relevant policies and procedures and determined whether they have been placed in operation, and we assessed control risk.

The following internal control structure categories were determined to be insignificant to federal financial assistance programs:

Accounting Controls

- Cash disbursements
- Receivables
- Inventory control
- Property, plant, and equipment

• General Requirements

- Relocation assistance and real property acquisition
- Federal financial reports

Specific Requirements

Eligibility

During the fiscal year ended December 31, 1995, the county expended 52 percent of its total federal financial assistance under major federal financial assistance programs and the following nonmajor federal financial assistance program: U.S. Department of the Interior) Taylor Grazing Act, payment-in-lieu.

We performed tests of controls, as required by OMB Circular A-128, to evaluate the effectiveness of the design and operation of internal control structure policies and procedures that we considered relevant to preventing or detecting material noncompliance with specific requirements, general requirements, and requirements governing claims for advances and reimbursements and amounts claimed or used for matching that are applicable to the county's major federal financial assistance programs, which are identified in the accompanying Schedule of Federal Financial Assistance, and the aforementioned nonmajor program. Our procedures were less in scope than would be necessary to render an opinion on these internal control structure policies and procedures. Accordingly, we do not express such an opinion.

Our consideration of the internal control structure policies and procedures used in administering federal financial assistance would not necessarily disclose all matters in the internal control structure that might be material weaknesses under standards established by the American Institute of Certified Public Accountants. A material weakness is a reportable condition in which the design or operation of one or more of the internal control structure elements does not reduce to a relatively low level the risk that noncompliance with laws and regulations that would be material to a federal financial assistance program may occur and not be detected within a timely period by employees in the normal course of performing their assigned functions. We noted no matters involving the internal control structure and its operation that we consider to be material weaknesses, as defined above.

This report is intended for the information of management and the board of commissioners and to meet our statutory reporting obligations. This report is a matter of public record and its distribution is not limited. It also serves to disseminate information to the public as a reporting tool to help citizens assess government operations.

Brian Sonntag State Auditor

Status Of Prior Findings

The findings contained in the prior audit report were resolved as follows:

1. <u>The County Commissioners Should Not Approve Extra Compensation After Services Have Been Performed</u>

Resolution: This has been corrected.

2. <u>Internal Controls Over The Jail Prisoners' Commissary Checking Account Should Be Improved</u>

Resolution: This has been corrected.

3. The County Commissioners Should Improve Its Annual Report Presentation

Resolution: This has been corrected.